



# Briefing: Impact on emergency service use

## WY-FI Project

August 2019



## Consequences of the lack of support

There is a significant impact on services and communities as a result of the lack of effective engagement with people experiencing multiple needs and exclusion, whose pre-existing needs and chaotic circumstances have not been addressed. WY-FI research shows that services are often being used at the point of crisis. This means effective care cannot be planned and delivered to people experiencing complex needs but also puts added pressure on services in ways which consequently affects other service users and communities. WY-FI measures beneficiaries' complexity and service use in four areas of need – homelessness, addiction, re-offending and mental ill-health (known as HARM needs).

## WY-FI beneficiaries

813 people have become beneficiaries of the WY-FI Project over the past five years. In their first three months with the project:

- 21% accessed A&E, with one beneficiary attending A&E 14 times in one quarter.
- 25% of WY-FI beneficiaries were arrested at least once. One beneficiary was arrested 11 times. Estimates put the cost of an arrest at £720, meaning this beneficiary cost £7,920 in one quarter.
- 13% spent at least one night in police custody.
- 13% received a police caution.
- 9% stayed in prison at some point.

Additionally, we know that beneficiaries are putting themselves at risk, which in turn can lead to severe consequences. WY-FI data reveals that:

- 15% beg for money.
- 20% obtain money from illegal sources.
- 6% undertake sex work.

## WY-FI beneficiary improvement - exits

At the end of May 2019 (5 years of WY-FI) 813 people have become beneficiaries of the WY-FI Project and 633 beneficiaries have exited.

- 54% had planned, successful exits (no longer requiring support; or having a coordinated transfer to other services; or entering education, training, volunteering, employment).
- 13 of which subsequently relapsed and needed further support.
- Only 6 people were excluded for aggressive or inappropriate behaviour.

## WY-FI beneficiary improvement - assessments

There are improvements for substantial numbers of WY-FI beneficiaries in terms of the Chaos Index<sup>1</sup> scores upon exit of the programme. WY-FI beneficiaries are assessed from 0-4, with 4 demonstrating the highest levels of need/ exclusion.

In relation to their health needs, WY-FI beneficiaries' first assessment scores reveal that:

- Alcohol/drug abuse scores an average of 3.4. A score of four is the most common (63%), which indicates the daily use of alcohol/drugs causing significant impairment.
- Stress and anxiety scores an average of 3.4. A score of four is the most common (54%), which indicates that the beneficiary has severe reactions to stressors, is self-destructive and anti-social, i.e. the stress/anxiety outwardly manifests in their behaviours.

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<sup>1</sup> For ongoing beneficiary assessment WY-FI navigators use the New Directions Team Assessment (NDTA or Chaos Index see <http://www.meam.org.uk/wp-content/uploads/2010/05/NDT-Assessment-process-summary-April-2008.pdf>) and Homelessness Outcomes Star (see <http://www.outcomesstar.org.uk/using-the-star/see-the-stars/homelessness-star/>). Data is gathered continuously throughout the beneficiary journey and used to measure the impact of interventions.

- Unintentional self-harm scores 3.2 on average and could be a large contributor to the number of presentations at A&E. A score of four is the most common (46%), which indicates they are an immediate risk to their own physical safety as a result of self-neglect, unsafe behaviour or inability to maintain a safe environment.

In summary, by the end of their WY-FI journey:

- 63% improve their overall score.
- 46% improve their unintentional self-harm score.
- 45% reduce their risk from others.

In detail, by the end of their WY-FI journey:

- The proportion of those getting a score of four for *unintentional* self-harm has decreased significantly, from 46% to 28%.
- 17% now score a 1 or 0 for unintentional self-harm, as opposed to 6% at the baseline. (A score of one indicates that we only have minor concerns about unintentional risk to physical safety. A zero score indicates no concerns).
- Risk to others has undergone a huge change, from three being the most common to one being the most common score. (A score of one indicates that there is no longer a high risk to the physical safety of others).
- Only 7% now score a four for *intentional* self-harm.
- 41% of WY-FI beneficiaries are now in settled accommodation, scoring zero and one. In contrast, only 23% were in settled accommodation.

We can see that WY-FI beneficiaries exit the programme at substantially lower risk. For example, we know that, on average, beneficiaries leave the project less of a risk to themselves and others which leads to reduced service use across the “blue light services”.

### **WY-FI beneficiary improvements – Homelessness Outcomes Star**

We know that WY-FI beneficiaries show improvements in their Homelessness Outcomes Star (HOS) Score, which signals a change in their behaviour. Beneficiaries assess themselves on a scale of 1-10 with the lowest scores showing the highest levels of need/exclusion.

The lowest scores come in the form of:

- Meaningful uses of time,
- Emotional and mental health,
- Managing tenancy and accommodation.

### **Physical health**

The scores give an idea of how well WY-FI beneficiaries look after their own health and manage their health conditions, rather than measure the state of their health. The central score on the spectrum of scores (median score) for physical health is 3 (out of 10). A score of 3 indicates that the beneficiary wants help for pain or illness, however, they will only see a doctor if someone else takes them, otherwise they will probably not go. The beneficiary will seek aid for severe health concerns, but they will ignore any minor issues. The problems combined are a cause for concern, as not having the ability and/or willingness to address all their issues can lead to severe consequences. Ambulances may be called out to deal with problems when a beneficiary reaches their personal crisis point, and without being registered at a GP surgery, beneficiaries will turn to A&E as the first port of call for all their medical problems.

Although the median score is 3/10, close to 45% of WY-FI beneficiaries have an initial score of two or one (20% score one). A score of one would indicate that the beneficiary has very poor physical health, and they do not want any help.

- They will not go to the doctors even if they have pressing health issues.
- May be behaving in ways that risk their health, including sexual risk taking.

- They don't want to discuss their health issues, it is too hard for them to even think about it.

### Physical Health Improvement

By the time WY-FI beneficiaries exit the project, 41% of beneficiaries have improved their physical health. The proportion of people with a score of 1/10 or 2/10 has reduced from around 45% to around 28%, which is a huge drop in the numbers of people with the highest risk and lowest motivation to change their physical health. At a score of 6, beneficiaries start to take some initiative with their health issues (such as managing regular medication or having wounds/ abscesses cleaned) and move towards a healthy lifestyle. At the beginning, approximately 11% had a score of 6 or more, this proportion doubles by the end of their WY-FI journey with 22% exiting the WY-FI project with a score of 6 or more.

### Drug and/or alcohol misuse

The drug and/or alcohol misuse score has a median of two. A score of two indicates that the beneficiary has accepted that they have a problem with alcohol and/or drugs, but they are not ready to make any changes. The extreme use of drugs and/or alcohol and unwillingness to change is inexorably linked with demand on 'reactive services' to deal with issues when someone is in extreme need. With the support and empathy of a WY-FI Multiple Needs Navigator, beneficiaries are able to make real change and engage in appropriate recovery services. In summary:

- 53% of WY-FI beneficiaries improve their total HOS score on exit.
- 41% of WY-FI beneficiaries improve their physical health score.
- 44% improve their emotional and mental health score.
- 40% improve their offending score.

### Drug and alcohol misuse improvements

At the start of their journey, approximately 40% of WY-FI beneficiaries score 1/10 for drug and alcohol use. A score of one indicates that the beneficiary has an issue with drugs/alcohol however they do not acknowledge this problem, their substance use is damaging their health or slowing down or halting progress. Their life may be revolving around drink/drugs leading to chaotic behaviour which leads to increased police and ambulance call-outs. This level of need is difficult to change, however WY-FI has enabled some great progress.

- 40% scored 1/10 in their initial score compared to only 25% at the end of their journey.

### Presentations at A&E

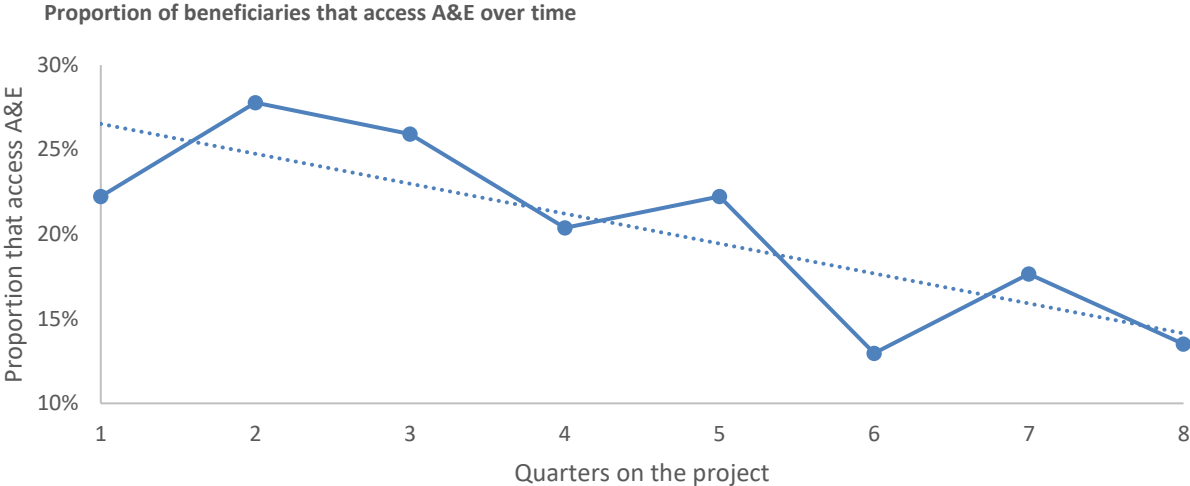
WY-FI data on presentation at A&E in the first quarter of 273 beneficiary journeys, showed there were 57 attendees with a total of 96 visits to A&E. From previous research we found that 82% of A&E attendances resulted in an ambulance being used. The table below displays the estimated cost of ambulances and number of ambulances used by beneficiaries in their first three months on the project.

	Q1 /273 Beneficiaries
Total number of presentations at A&E	96
Estimated cost of A&E	£ 27,744
Estimated number of ambulances	79
Estimated total cost of ambulance <sup>2</sup>	£ 17,617

<sup>2</sup> Note: The estimated cost uses the figure of £223 per ambulance comes from the New Economy Manchester. Unit Cost Database. Available at: <http://www.neweconomymanchester.com/our-work/research-evaluation-cost-benefit-analysis/cost-benefit-analysis/unit-cost-database> [Accessed 12 June 2019]

### Service use reduction - A&E

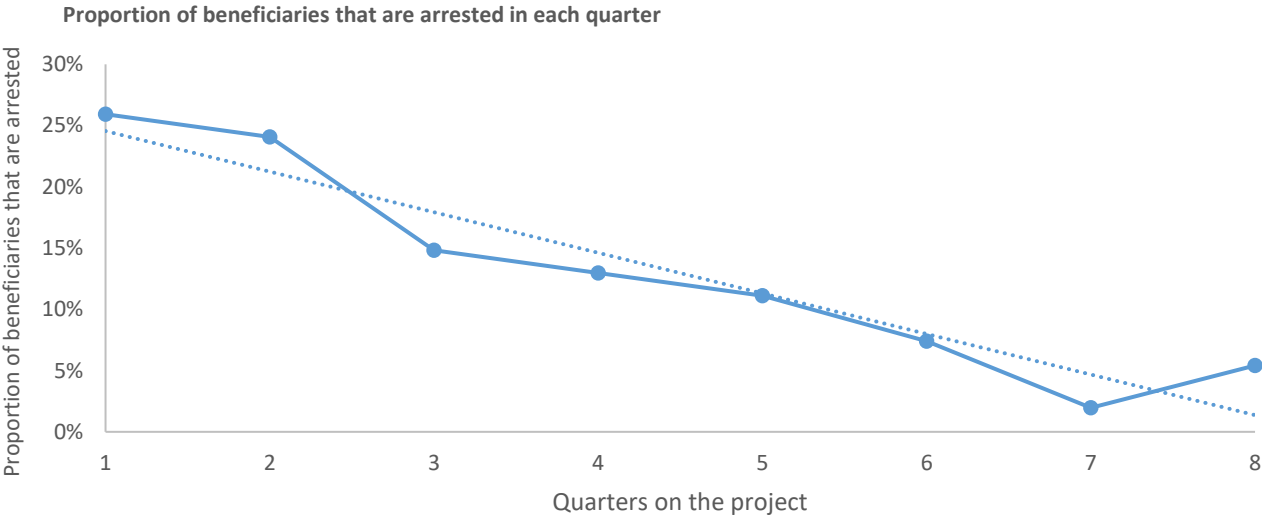
WY-FI collects data on the number of presentations at A&E for each quarter of a beneficiary’s journey on the project.



Notes: Chart looks at the average proportion of A&E presentations of beneficiaries who have exited the project and have a journey length between 1.5 years and 2.5 years.

### Service use reduction - police arrests

It is also important in the context of this report to delve into the numbers of arrests for each of the beneficiaries. In a similar fashion the graph below shows the proportion of beneficiaries getting arrested in each quarter of their journey. It shows a clear trend, indicating that beneficiaries are less likely to be arrested as they progress with their journey on the project.



Notes: Chart looks at the average proportion of arrests over time (in quarters) on the project for beneficiaries who have exited the project, and have a journey length between 1.5 years and 2.5 years.

There are other reductions in police contact with beneficiaries notably:

- There is a reduction in the average number of police cautions.
- Average number of evictions decrease from 16 per 100 beneficiaries to 8 per 100 beneficiaries.

The WY-FI caseload has a significant overlap with the National Probation Service (NPS) and Community Rehabilitation Company (CRC) caseloads. Of the 228 WY-FI beneficiaries in Leeds who had an identified re-offending need, a total of 151 WY-FI beneficiaries were also on CRC’s dataset, either as historic cases or current CRC or NPS caseload. The split between the CRC and the NPS in terms of exits is as follows:

	CRC	NPS
Planned	43	24
unplanned	31	37
N/A	4	12
	78	73

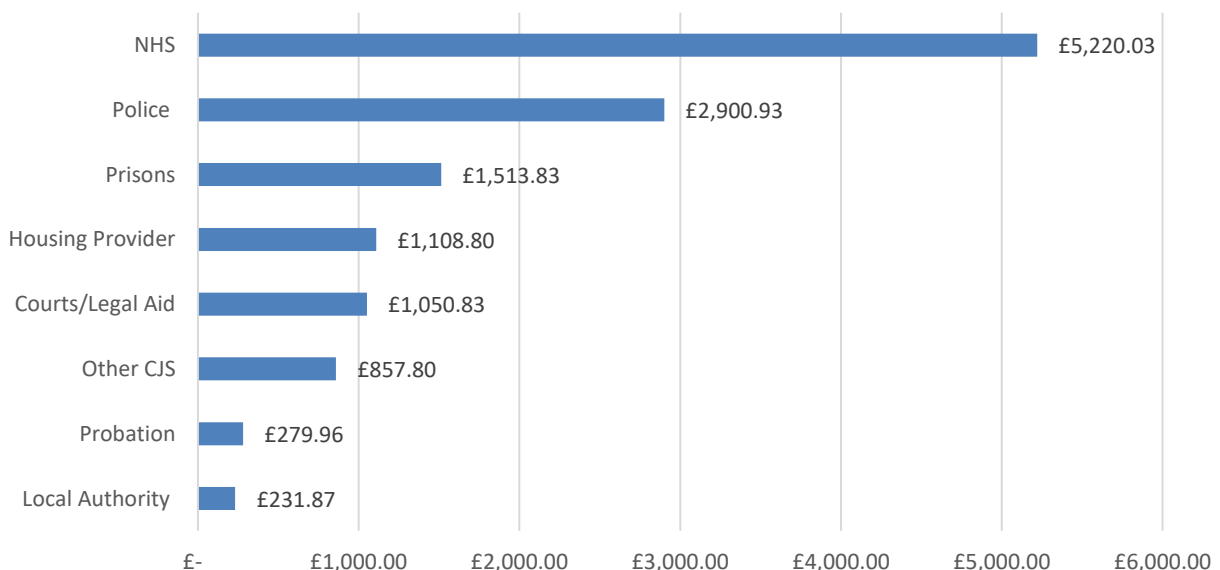
The difference reflects the differential in the CRC and NPS caseloads with the NPS caseload having a greater proportion of higher risk clients.

Of the 151 clients of CRC and NPS, we found more detail about the current situations of 108 individuals. It appears from the data that CRC clients are more likely to move onto other support or have external networks in place. CRC clients are also slightly less likely to refuse WY-FI support or exit WY-FI to prison.

- There is less information about NPS clients and clients that have moved out of area and are last recorded with another (non-Leeds) CRC – 20 individuals fall into this category.
- 19 individuals are recorded as continuing to offend without any improvement in engagement with services. A very small number of these are noted to experience multiple needs or chaotic lives.
- Overall 69 individuals have had no further offences recorded, have reduced the frequency or severity of their offending or have otherwise completed their orders successfully with no further information recorded.

### Cost of service use

To give some further context to the cost savings, detailed analysis has been conducted on 18 areas of service usage. When people first join the WY-FI Project we estimate their costs to be £3,291 on average per quarter, which equates to £13,164 per year. If we multiply this by the estimated number of people experiencing multiple and complex needs (the estimate of people that could be eligible for WY-FI support across West Yorkshire is 1,500) we get a figure of **£19,800,000 per year**. This does not include things such as the cost of welfare benefits and the wider economic and social impact arising from unsupported people with multiple needs. Therefore, **this figure is an underestimate of the true financial impact** on services that deliver to WY-FI beneficiaries. The graph below shows the estimated spending breakdown by agency, per year of *one* WY-FI beneficiary.



## Useful notes and definitions

### Demonstrating impact

The WY-FI Project follows the national Fulfilling Lives methodology when demonstrating local impact. Much of the information in this briefing is based on the data captured in the first three months of a beneficiary's journey. This information is treated as a baseline. Data gathered after this three month period can then be compared to the individual or group's baseline to clearly show the impact of the WY-FI Project.

### Homelessness Outcomes Star

Homelessness Outcomes Star Score is a self-assessment tool for beneficiaries to measure their distance travelled.

### New Directions Team Assessment (NDTA) or Chaos Index Score

Chaos Index Score (also known as NDTA score) is an assessment undertaken by a Navigator to establish whether an individual will benefit from WY-FI support against a series of need criteria. This is repeated regularly to measure progress.

### Dual diagnosis

When a person is experiencing mental ill health and addiction.

### Tri-morbidity

When a person is experiencing homelessness, mental and/or physical ill health and addiction.

## Other briefings in this series

- WY-FI evidence and outcomes
- Impact on homelessness services
- Impact on addiction services
- Impact on re-offending services
- Impact on mental health services
- Future demand for multiple disadvantage services

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The WY-FI Project is part of [Fulfilling Lives](#), a programme set up by The National Lottery Community Fund, the largest funder of community activity in the UK. Fulfilling Lives works with people who have first-hand experience of substance misuse, homelessness, offending, and mental ill-health to make services and support better connected, easier to access and tailored to the needs of individuals. It is one of five major programmes set up by The National Lottery Community Fund to test and learn from new approaches to designing services which aim to make people's lives healthier and happier.

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